

# **Modeling A “No-Gap” Navy**

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# Gaps Currently Exist Between Inventory and Authorizations



# Today's Agenda

**Background**

**General description of modeling methodology**

**Modeling of selected Navy communities**

**Conclusions and discussion**

# RAND Has A Body of Officer Research

NDRI

**Defense Officer Personnel Management Act of 1980**  
(1993)  
<http://www.rand.org/publications/R/R4246.pdf/>

**A Critical Assessment of  
Total Force Pilot  
Requirements**  
(1994)  
DB-121

**Total Force Pilot  
Requirements and  
Management: An Executive  
Summary**  
(1995)  
<http://www.rand.org/publications/MR/MR646/>

**Differentiation in Military  
Human Resource  
Management** (1997)  
MR-8380OSD

**New Opportunities for  
Military Women**  
(1997)  
<http://www.rand.org/publications/MR/MR896/>

**Characterizing the Future  
Defense Workforce**  
(2001)  
<http://www.rand.org/publications/MR/MR1304/>

**Future Career  
Management Systems for  
U.S. Military Officers**  
(1994)  
<http://www.rand.org/publications/MR/MR470/>

**A Future Officer Career  
Management System: An  
Objectives Based Design**  
(1997) (2001)  
<http://www.rand.org/publications/MR/MR788/>

**Consequences of Increased  
Tenure for General/Flag Officers**  
(Apr 1997) (2001)  
<http://www.rand.org/publications/MR/MR868/>

**Interagency and International  
Assignments and Officer Career  
Management** (1999)  
<http://www.rand.org/publications/MR/MR1116/>

**Reevaluating The Joint Duty  
Assignment List**  
(1995)

<http://www.rand.org/publications/MR/MR574/>

**Supporting Joint Duty Assignments**  
(1995)  
<http://www.rand.org/publications/MR/MR593/>

**Identifying and Supporting Joint Duty  
Assignments: Executive Summary**  
(1995)  
<http://www.rand.org/publications/MR/MR622/>

**Officer Personnel  
Structures TF (2001)**

**External  
Requirements for  
Navy Officers** (2001)  
MR-1472-NAVY

**Future Navy Officer  
Force Profiles** (2001)  
MR-1497-NAVY

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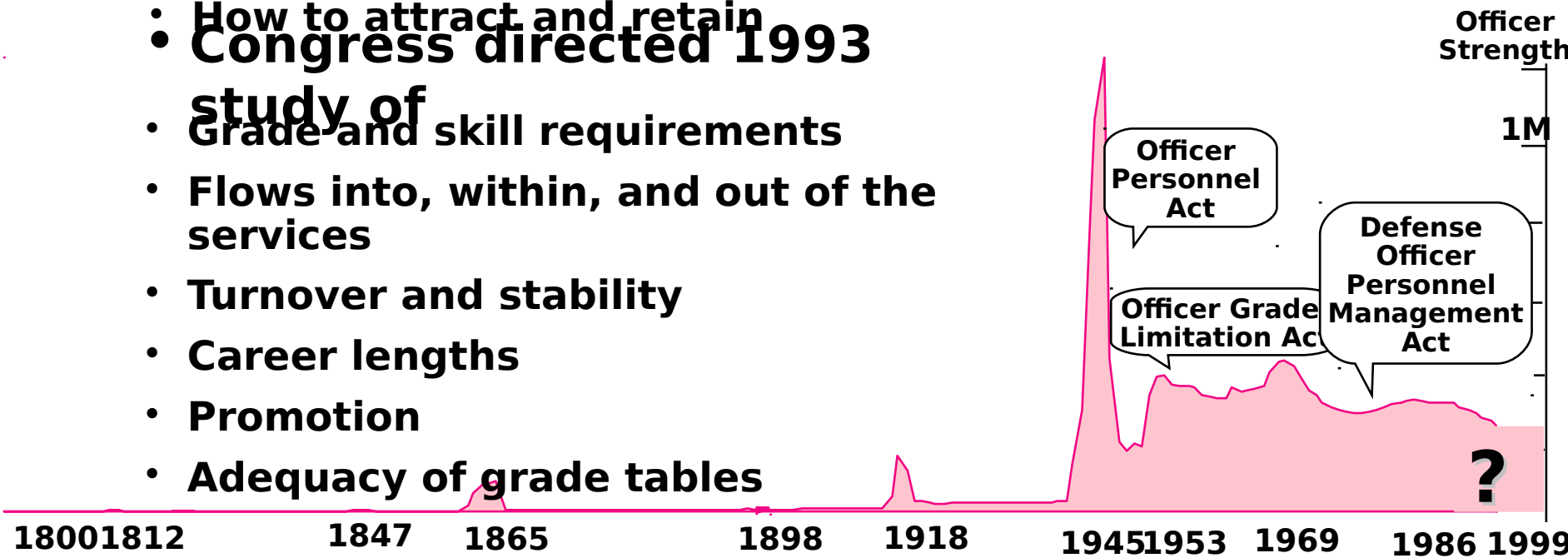
# Background for Officer Studies

NDRI

- Current officer management system designed to meet challenges of Cold War
- Policymakers concerned it may not meet different demands of future

• How to attract and retain  
• Congress directed 1993

- study of
- Grade and skill requirements
- Flows into, within, and out of the services
- Turnover and stability
- Career lengths
- Promotion
- Adequacy of grade tables



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# General Methodology for Officer Studies

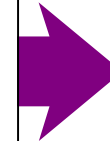
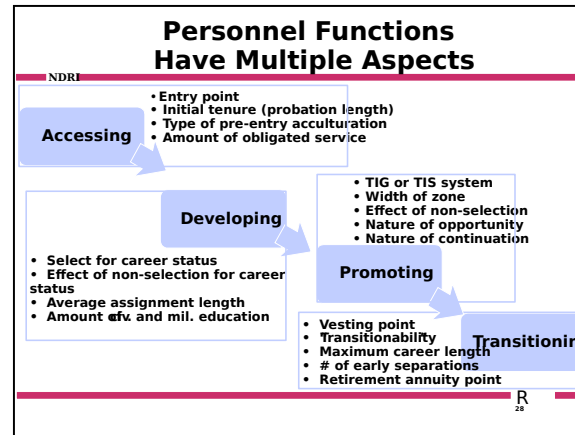
NDRI

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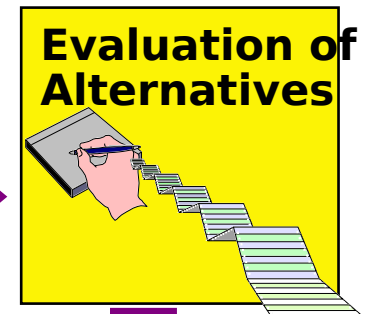
Issues and Objectives	
Issues	Objectives
<ul style="list-style-type: none"> <li>• Grade and skill requirements</li> <li>• Flows into, within, and out of the services</li> <li>• Turnover and stability</li> <li>• Expected career lengths</li> <li>• Timing and opportunity of promotions</li> <li>• Adequacy of grade tables</li> </ul>	<ul style="list-style-type: none"> <li>• Keep costs reasonable</li> <li>• Provide career satisfaction</li> <li>• Emphasize cadre with military culture</li> <li>• Meet experience needs</li> <li>• Meet skill needs</li> </ul>



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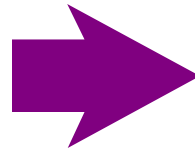
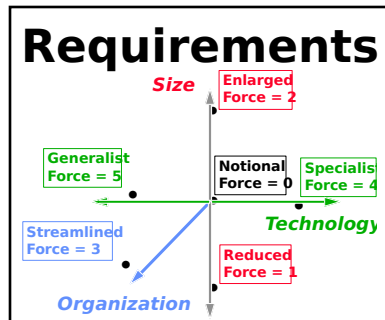
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**Model Results  
Conclusions  
Recommendations**

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# Careers Need to Reflect External Environment

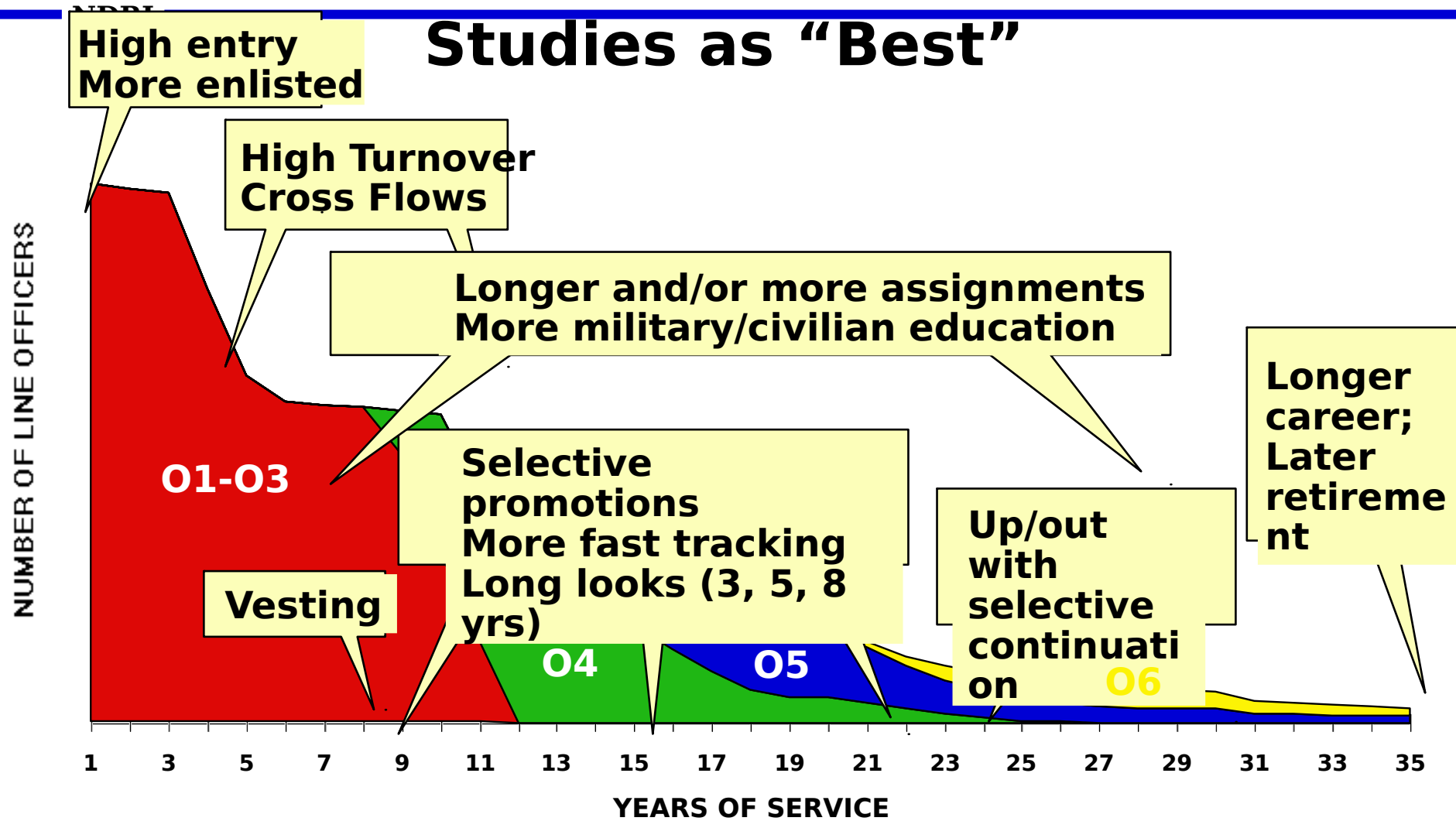
NDRI

	Past	Future
Context	<p>Large military</p> <p>Global conflict; threat known</p> <p>Single missions</p> <p>Large organizations; fixed hierarchies</p> <p>Advanced weapons</p> <p>Service focus</p>	<p>Smaller military</p> <p>Selective and flexible engagement; varied threats</p> <p>Multiple missions</p> <p>Smaller organizations; variable hierarchies</p> <p>Integration of weapons and processes</p> <p>Joint mission</p>
Careers	<p><b>DOPMA</b></p> <p>Standardized, short careers</p> <p>Uniform policy, equal outcomes across services, skills</p> <p>Broad, service development</p> <p>High turnover</p> <p>Emphasis on grades and promotions</p> <p>Interchangeable officers</p>	<p>Customized, longer careers</p> <p>Flexible policy, equitable outcomes across services, skills</p> <p>Deep, joint/service development</p> <p>High turnover early; stability later</p> <p>Emphasis on skills and experience</p> <p>Unique officers</p>

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# Certain Policies Emerge from Previous

## Studies as “Best”



**Need modeling to determine if policies result in coherent careers**



# Modeling Future Inventory

**Existing systems dynamics model will characterize future Navy inventory**

**Given current management practices (e.g., promotion timing, accession rates) and legal/policy constraints (e.g., grade caps, promotion rates)**

**Determine impending gap between inventory and authorizations**

**Once likely future gap is determined, model can explore means to reduce gap**

**React to likely future requirements**

**Unconstrained by current legal/policy, management practices**

**Can provide multiple answers, based on policy input**

# Model Reconciles Policy Choices

NDRI

## Policy Choices

**Accessions**

**Promotion timing**

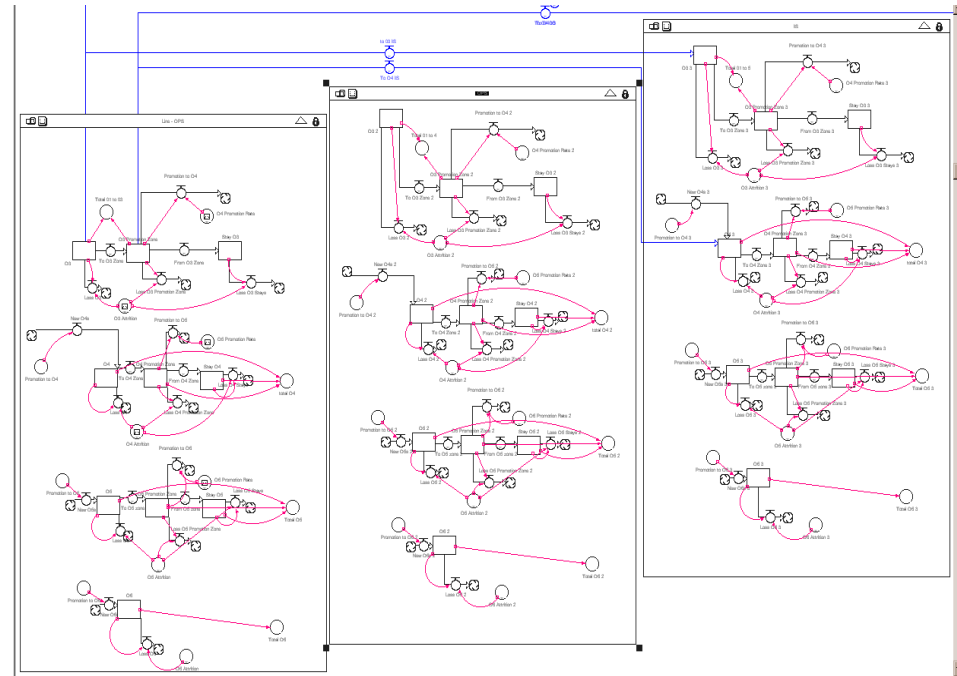
**Promotion opportunity**

**Time in grade**

**Career tenure**

**Continuation**

## Structure of Model



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# Surface Warfare Officers, 2010, In Steady-State

NDRI

## Policies Applied

Inventory meets requirements

Longer service (O-5, O-6)

Changed promotion practice

Continuation consistent with vesting

Less up or out, selective continuation

Flow in/out of other communities

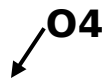
O1 - O3



New O4



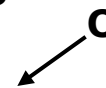
O4



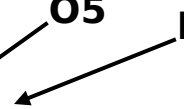
New O5



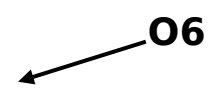
O5



New O6



O6



## Outcomes

Fewer accessions

Earlier and later promotion

Higher promotion opportunity

Greater average experience

## Other Possibilities/Tradeoffs

Earlier promotion to O-6 vs higher opportunity to O-6

Fast track to O-4: O-4 prom down, O-5 prom up

O-5 to 31 YOS vs promote everyone to O-5

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# Submariners 2010

NDRI

## Policies Applied

Inventory meets requirements

Longer service (O-5, O-6)

Changed promotion practice

Continuation consistent with vesting

Less up or out, selective continuation

## Outcomes

Fewer accessions

Earlier promotion

Promotion to O-4: "Everyone and early"

Early promotion but lower opportunity to O-5 and O-6

O-5s and O-6s serve longer

Greater average experience

## Other Possibilities/Tradeoffs

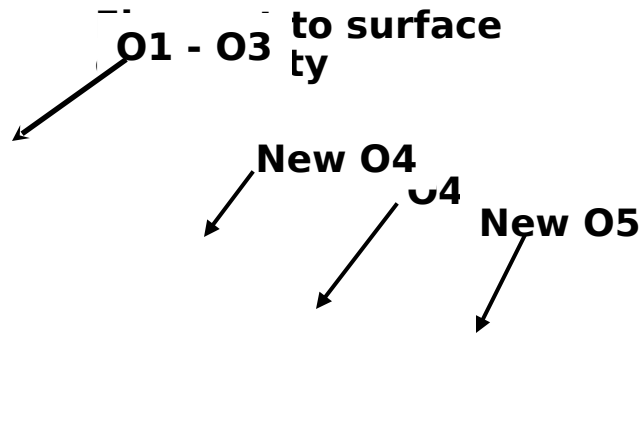
Keeping O-4s longer could ease mgmt of O-4s

Less tenure for O-5s means must promote more to O-5, means can't promote O-4 without keeping them longer

New O6

Similar for O-6s

O6



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# Aviators

## 2010

### Policies Applied

Inventory meets requirements

Longer service (O-5, O-6)

Changed promotion practice

Continuation consistent with vesting and required svc

Less up or out, selective continuation

New O4 opportunity

New O5

### Outcomes

Similar accessions

Earlier promotion

Lower promotion to O-4 and O-6

Higher promotion to O-5

O-5s and O-6s serve longer

Less average experience

### Other Possibilities/Tradeoffs

Promote to O-4 and O-6 later to increase opportunity

Promoting to O-4 later means lower opportunity to O-5, higher to O-6

Shorter tenure for O-5s would increase promotion to O-5

New O6

O6

O1 - O3

# Conclusions

NDRI

**Policy studies point toward change**

**Change is a combination of decision, legislation, DoD and Service policy**

**Management policies are dynamic**

**Tenure**

**Promotion opportunity**

**Promotion timing**

**Accessions**

**Continuation**

**Transition is hard**

**Resistance in decision process**

**Mechanics of dynamic system very complex**

**Cultural resistance; individual expectations and behaviors**

**Communities should be managed individually and to requirements - less uniformity**

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# Costs and Costs of Gaps Include Hard Costs (\$)

## Soft Costs

NDRI

Hard costs include RMC, training costs

Soft costs include retention and

	Hard Costs	Soft Costs
<b>Overmanned</b>	↑	↑
<b>Undermanned</b>	↓	↑
<b>Mis-ranked</b>	↑ ↓	↑
<b>Mis-skilled</b>	↑ ↓	↑

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# Communities Have Different Grade Structures

NDRI



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# **Current Surface Warfare Authorizations and Inventory, By Year Group**

NDRI

Number of Officers

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# **Interest in Officer Management Policy Continues**

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NDRI

**DASD MPP RAND Personnel Management Seminars (1998-1999)**

**Defense Science Board Task Force on Strategic Human Resource Management (1999-2000)**

**Officer Personnel Structures Task Force (2000)**

**JCS Tank Briefs (2000-2001)**

**Navy Personnel Task Force (2000-2001)**

**Rumsfeld QOL Review (2001)**

**OSD Strategic Human Resource Plan**

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